

Message Text

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FM USMISSION NATO
TO SECSTATE WASHDC 5012
SECDEF WASHDC
INFO ALL NATO CAPITALS
CINCLANT NORFOLK VA
USLOSACLANT NORFOLK VA
USNMR SHAPE BE
USCINCEUR VAIHINGEN GER
FPA WASHDC

C O N F I D E N T I A L SECTION 01 OF 03 NATO 07082

E.O.11652: GDS
TAGS: MPOL, NATO
SUBJECT: NATO DEFENSE INITIATIVES: STATUS REPORT

REF: USNATO 6923 (DTG 181850Z JUL 77)

PROGRESS ON THE DEFENSE INITIATIVES AND OUR COMMENT ON
NEXT STEPS. IN SHORT, WE BELIEVE THE ALLIANCE HAS RESPONDED
RAPIDLY AND EFFECTIVELY TO THE INITIATIVES LAUNCHED BY
PRESIDENT CARTER. WHILE NO ONE CAN FORESEE THE FINAL
OUTCOME, WE BELIEVE THE UNITED STATES HAS CAUSE FOR
SATISFACTION IN NATO'S PROGRESS SO FAR. WE PROPOSE BELOW
SOME ACTIONS REGARDING FORMAT FOR THE FINAL REPORT AND
FINANCIAL GUIDANCE THAT WILL HELP SHAPE THE FINAL PRODUCT.
ACTION REQUESTED: SEE PARAGRAPH 4 C. END SUMMARY.

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1. BASICALLY, WITHIN TWO MONTHS NATO HAS COMPLETED ACTION
ON ALL PRELIMINARY STEPS THAT HAD TO BE ACCOMPLISHED
BEFORE SUBSTANTIVE WORK OF DEVELOPING THE LONG-TERM
PROGRAM COULD BEGIN.
A. PRIOR TO THE OTTAWA NPG MEETING, PERMREPS PROVIDED
INSTRUCTIONS FOR THE OVERALL CONDUCT OF THE EXERCISE, IN
WHAT AMOUNTED TO TERMS OF REFERENCE (TOR) FOR THE

EXECUTIVE WORKING GROUP (EWG) ACTING AS THE STEERING COMMITTEE (DPD/D(77)16, FORWARDED IN USNATO 5103 DTG 102025JUN77).

B. THE WEEK FOLLOWING THE NPG MINISTERIAL, THE EWG AGREED ON GENERAL PRINCIPLES TO GOVERN PREPARATION OF TOR FOR THE INDIVIDUAL TASK FORCES. BY THAT TIME, APPOINTING AUTHORITIES HAD NOMINATED TASK FORCE DIRECTORS (EXCEPT IN THE CASES OF RATIONALIZATION AND CONSUMER LOGISTICS) WHO HAD STARTED ORGANIZING THEIR TEAMS. TASK FORCE ORGANIZATION WAS COMPLETED IN THE FOLLOWING WEEKS (EXCEPT FOR RATIONALIZATION), THOUGH NATIONAL EXPERTS ARE NOT YET AVAILABLE TO SUPPLEMENT THE TASK FORCES. BELOW WE COMMENT FURTHER ON THE RATIONALIZATION TASK FORCE AND ON THE NEED FOR NATIONAL EXPERTS TO BE ON STATION SOON.

C. ON JULY 15, IN A HIGHLY PRODUCTIVE REINFORCED MEETING, THE EWG APPROVED TERMS OF REFERENCE FOR ALL NINE TASK FORCES (REFTEL). TASK FORCE DIRECTORS GENERALLY DID A VERY COMMENDABLE JOB ON THEIR DRAFT TORS, AND LEFT THE MEETING WITH GUIDANCE THAT SET THE DIRECTION FOR THEIR INITIAL WORK BUT ALLOWED THEM SUFFICIENT FLEXIBILITY TO MODIFY THE COURSE OF THEIR EFFORTS AS NEED ARISES IN THE COMING MONTHS. THE DRAFT TOR FOR ELECTRONIC WARFARE WERE NOT UP TO THE STANDARDS OF THE EIGHT OTHERS, BUT, WHEN THE TOR ARE CONSIDERED IN CONJUNCTION WITH THE EW TASK FORCE DIRECTOR'S CONFIDENTIAL

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FIRST TASKING MESSAGE (USNATO 6866, DTG 152034Z JUL 77),

WE BELIEVE THEY FORM AN ACCEPTABLE BASE ON WHICH TO BUILD THE EW PROGRAM. WE HAVE CONFIRMED THAT THE DECISION SHEET FOR THE JULY 15 EWG, DUE OUT BY THE END OF THIS WEEK, WILL RECORD AGREEMENT TO THE GENERAL POINTS MADE BY ACTING CHAIRMAN MUMFORD IN HIS OPENING REMARKS AS WELL AS AGREEMENT TO THE CONDITIONS SET BY AMBASSADOR KOMER FOR FOREGOING DISCUSSION OF THE US PROPOSED CHANGES TO THE TOR (REFTEL). FURTHER, THE DRAFTS OF THE FINAL TOR WE HAVE INFORMALLY SEEN INCLUDE MOST OF THE US CHANGES, EXCEPT THOSE WITHDRAWN BY AMBASSADOR KOMER AS A RESULT OF TASK FORCE DIRECTORS' EXPLANATIONS AT THE EWG. WE COULD HARDLY HAVE ASKED FOR BETTER RESULTS FROM THE REINFORCED MEETING, AND THE PAY OFF FROM PRE-CIRCULATION OF US-RECOMMENDED CHANGES (AS WELL AS FROM THE MC'S WORK IN PREPARING COMMENTS FOR ITS EWG REP) SHOULD PROVIDE AN EXAMPLE FOR THE FUTURE.

2. PROGRESS HAS BEEN EVEN MORE IMPRESSIVE ON THE SHORT-TERM IMPROVEMENT MEASURES. AT THE SAME TIME THEY WERE ORGANIZING TASK FORCES AND DEVELOPING TOR, THE MAJOR NATO

COMMANDERS (MNCS) WERE PREPARING, IN CLOSE COORDINATION WITH NATIONS, THEIR RECOMMENDATIONS FOR SHORT-TERM IMPROVEMENT. THE MILITARY COMMITTEE COMPLETED ACTION ON THE MNC'S PROPOSALS ON JULY 14, AND WE EXPECT THAT ON JULY 26 THE DPC WILL FORWARD THE PROPOSALS TO NATIONS FOR CONSIDERATION AND RESPONSE.

3. IN SHORT, THE ALLIANCE HAS RESPONDED RAPIDLY AND

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EFFECTIVELY TO THE PRESIDENT'S INITIATIVES. IN USNATO 3101 DTG 111737MAY77, WE SAID THAT NATO WAS ENTERING TERRA INCOGNITA WITH THE LONG-TERM EXERCISE. WE NOW KNOW SOMETHING MORE ABOUT THE DIMENSIONS OF THE TASK AHEAD, AND, WHILE NO ONE CAN FORESEE WHAT THE FINAL OUTCOME WILL BE, WE BELIEVE THE UNITED STATES CERTAINLY HAS CAUSE FOR SATISFACTION IN NATO'S PROGRESS SO FAR.

NEXT STEPS

4. WE SEE THE NEXT, IMMEDIATE STEPS ROUGHLY AS FOLLOWS:

A. TASK FORCES

(1) TASK FORCES WILL NEED THE NATIONAL EXPERTS THAT THEY

HAVE REQUESTED AS SOON AS POSSIBLE.

(2) TASK FORCES WILL BEGIN CONSULTING NATIONS, SEEKING
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INFORMATION ON NATIONAL PROGRAMS AND ON NATIONAL VIEWS
CONCERNING THE LONG-TERM NATO PROGRAMS.

B. EWG

(1) CHAIRMAN EWG MUST PROVIDE GUIDANCE PRIOR TO MID-
AUGUST FOR TASK FORCE DIRECTORS ORAL REPORTS IN SEPTEMBER.
IT MAY NOT BE NECESSARY FOR THE EWG TO MEET BEFORE SEP-
TEMBER, WHEN IT WILL CONVENE TO RECEIVE THOSE ORAL REPORTS
FROM THE TASK FORCE DIRECTORS.

(2) THE EWG HAS ALREADY DISCUSSED BRIEFLY (REFTEL) THE
INTERIM REPORTS FOR THE DECEMBER MINISTERIAL MEETING,
AGREEING TO LIMIT THEM TO A STATUS REPORT AND TO PROBLEMS
NEEDING MINISTERS' ATTENTION. HOWEVER, THE EWG WILL NEED
TO AMPLIFY GHIS GUIDANCE.

(3) IN THE AUTUMN, THE EWG SHOULD START TO DEVELOP FORMATS
FOR SPRING 1978 FINAL REPORTS.

(4) IN CONNECTION WITH WORK TO DEVELOP FORMATS FOR FINAL
REPORTS, THE EWG MAY BEGIN DISCUSSIONS OF FINANCIAL
GUIDANCE.

C. US ROLE IN THE ABOVE.

(1) EXPERTS. WE UNDERSTAND THAT WASHINGTON HAS ALREADY
TAKEN ACTION TO PROVIDE EXPERTS, AND EVEN SOME CLERICAL
ASSISTANTS, TO VARIOUS TASK FORCES. WE APPRECIATE
WASHINGTON'S QUICK RESPONSE AND HOPE THAT INDIVIDUALS CAN
BE NOMINATED AND ON STATION SOON.

(2) INPUT. US EXAMPLE AND INFLUENCE WILL BE MORE
EFFECTIVE IF WASHINGTON CAN RESPOND RAPIDLY AND FULLY
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TO TASK FORCE REQUESTS FOR INFORMATION AND US VIEWS. WE
WILL COMMENT FURTHER BY SEPTTEL ON THE MODALITIES OF
INJECTING US INPUTS, BUT FOR NOW WOULD NOTE ONLY THAT
INPUT FOR EACH TASK FORCE MUST BE FULLY COORDINATED AND
NOT DEVELOPED IN ISOLATION FROM WORK BEING DONE FOR OTHER
TASK FORCES.

(3) FORMAT FOR DECEMBER INTERIM REPORTS. IT WOULD BE HELPFUL IF WE COULD HAVE WASHINGTON'S VIEWS ON THE FORM AND CONTENT OF THESE REPORTS TO USE INFORMALLY PRIOR TO ANY EWG DISCUSSION. THE DECISION SHEET FOR THE JULY 15 MEETING WILL GIVE A FULLER ACCOUNT THAN REFTEL ON WHAT THE EWG AGREED.

(4) FORMAT FOR SPRING 1978 FINAL REPORTS. WE BELIEVE THAT THE ALLIANCE WILL LOOK TO THE US FOR THE LEAD ON THIS REQUIREMENT -- WE HAVE REPEATEDLY STRESSED THE NEED FOR PROGRAMS AND PROGRAMMATIC REPORTS. WE HAVE ALREADY REQUESTED (USNATO 6307, DTG 011212ZJUL77) THAT WASHINGTON CONSIDER SENDING AN EXPERT TO SHAPE FOR CONSULTATIONS AND DISCUSSIONS OF PROGRAMMING TECHNIQUES. WE NOW BELIEVE THAT CONSULTATIONS MIGHT USEFULLY TAKE PLACE THIS SUMMER, AND BE EXPANDED TO INCLUDE ACLANT, ACCHAN, THE IS, AND THE IMS. FEEDBACK FROM THOSE CONSULTATIONS COULD HELP PROVIDE THE BASIS FOR DEVELOPING THE US' RECOMMENDED FORMAT.

(5) FINANCIAL GUIDANCE. THE EWG HAS AGREED (REFTEL) THAT TASK FORCE DIRECTORS MUST NOT HAVE FINANCIAL CONSTRAINTS PLACED UPON THEIR PROGRAMS IN THE DEVELOPMENT STAGE. FINAL TOR WILL THEREFORE CONTAIN ONLY GENERAL LANGUAGE TO THE EFFECT THAT THE TASK FORCE MUST TAKE ACCOUNT OF REALISTIC FINANCIAL LIMITATIONS. NEVERTHELESS, IT IS PROBABLY NOT

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TOO EARLY TO START THINKING NOW ABOUT HOW NATO CAN EVENTUALLY GO ABOUT FITTING EACH NATION'S CONTRIBUTION IN THE LONG TERM DEFENSE PROGRAM INTO A FINANCIAL ENVELOPE PREDICATED UPON AN ANNUAL REAL INCREASE IN DEFENSE SPENDING OF THREE PERCENT. IN REFTTEL, WE REPORTED EWG DISCUSSION ON RESOURCE GUIDANCE. FROM THAT DISCUSSION, WE BELIEVE THE WARNING SIGNS ARE UP THAT ALLIES EXPECT, QUITE RIGHTLY, THAT THE LONG TERM PROGRAMS WILL BE INSIDE THE RESOURCE GUIDANCE OF MINISTERIAL GUIDANCE 1977. WHEN THE WORK OF ITS SHADOW TASK FORCES IS SUFFICIENTLY ADVANCED, WASHINGTON WILL BE IN A BETTER POSITION TO FORM SOME FIRST IMPRESSIONS ON AN APPROACH TO THE PROBLEM. ONCE THE US HAS A GENERAL IDEA OF HOW NATO MIGHT ATTACK ALLOCATION OF RESOURCES AMONG THE PROGRAMS, WE SHOULD BEGIN RIGHT AWAY TO INCORPORATE WASHINGTON'S THINKING IN OUR CORRIDOR WORK ON THE FORMAT FOR FINAL REPORTS. UNTIL THEN, WE WOULD PROPOSE TO HOLD FIRM AGAINST ANY ATTEMPT TO APPLY RESOURCE CONSTRAINTS PREMATURELY.

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(6) RATIONALIZATION. WE ARE SOMEWHAT CONCERNED THAT PERSONNEL FOR TASK FORCE 8, RATIONALIZATION, HAVE NOT YET BEEN DESIGNATED. USNATO 6957 DTG 191550ZJUL77 FORWARDED THE COMPOSITION OF THE TASK FORCES, AND TASK FORCE 8 WAS NOTICEABLE FOR ITS LACK OF MEMBERSHIP. WE UNDERSTAND INFORMALLY FROM ASYG LABERGE THAT HE EXPECTS TO HAVE HIS TASK FORCE OF CIVILIAN EXPERTS FORMED BY SEPTEMBER. WE WILL PROVIDE FURTHER THOUGHTS ON THIS PROBLEM BY SEPTTEL. BENNETT

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